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MASTER OF MILITARY STUDIES

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**TITLE:**

**ENHANCING THE MONGOLIAN ARMED FORCES' CAPABILITY TO  
PARTICIPATE IN UN AND MULTINATIONAL PEACEKEEPING OPERATIONS:  
DEVELOPMENT OF A PEACEKEEPING TRAINING PROGRAM FOR THE  
MONGOLIAN ARMED FORCES**

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Enhancing the Mongolian Armed Forces' Capability to Participate in UN and Multinational Peacekeeping Operations.

CSC 2008

Subject Area Peacekeeping Operations

## EXECUTIVE SUMMARY

**Title:** Enhancing the Mongolian Armed Forces' Capability to Participate in UN and Multinational Peacekeeping Operations: Development of the Mongolian Armed Forces' Peacekeeping training.

**Author:** Major Dovchinsuren Ganzorig, Mongolian Armed Forces.

**Thesis:** The increase in the number of peacekeeping forces becomes the vital need which is connected with the increase numbers of conducted peace operations in the world. Mongolia's Government Action plan calls for it to participate in UN Peacekeeping operations and other international operations. Enhancing Mongolia's peacekeeping capability has therefore become very urgent in order to implement the Government Plan. One of the essential things in enhancing its peacekeeping capability is the development of a peacekeeping training program of the Armed Forces of Mongolia.

**Discussion:** Mongolia decided to begin participating in peacekeeping operations in the late 1990s. Economic difficulties, which faced Mongolia after the collapse of its socialist system, restricted it from full participation in UN peacekeeping and other international operations. However, Mongolia realized that participation in international peace operations gives it the opportunity to support its diplomatic policy and to protect itself by peaceful means and as a full member of the international community. Participation in peacekeeping operations enhances the capability of the Mongolian Armed Forces to interoperate with other western nations' armies, catalyzing the reformation of the armed forces into a professional army. Successfully reforming the Mongolian Armed Forces into a professional army requires a suitable training program.

**Conclusion:** Developing a peacekeeping training program for the Mongolian Armed Forces is essential. The need to have effective and good training is even more critical given its lack of modern equipment.

## ACKNOWLEDGEMENTS

I would like to thank the Marine Corps University CSC for providing me the opportunity to accomplish this research project, which is necessary for the Mongolian Armed Forces. Also, I would like to acknowledge my appreciation to Lt Col Sh. Amarbayasgalan and Capt M. Munkhbayar (Mongolian Armed Forces) for their help in finding the resources for my research project. Special thanks are due to the personnel of the Leadership Communication Skills Center, who, despite their extremely loaded work schedule, provided excellent assistance. Finally, I would like to express my deepest gratitude to my project's mentor Dr. Bruce E. Bechtol Jr. and my Faculty advisor Lt Col Pete Yeager, USMC. My research project would be incomplete without their thoughtful input and suggestions.

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*"USPACOM security cooperation with Mongolia supports their efforts to adjust the structure and skills of the military to better match a peacekeeping focus... The plan is to evolve a Soviet-era army and air force into a light, highly professional force by 2015. The core capability of the Mongolian Armed Forces (MAF) will be a peacekeeping brigade of 2,500 soldiers."*

*From Admiral's William J. Fallon Testimony March 07, 2007, p.20*

Following the collapse of the socialist system, a newly-implemented free market economy, and increased democracy brought to Mongolia economic difficulties and challenges in life. The Mongolian Armed Forces (MAF) unavoidably faced these problems and struggled through them in the 1990s. Gradually, by stabilizing the economy of Mongolia and widening foreign military relationships, the MAF started reforming in order to implement the Mongolian Government's policy to establish a light, professional military. Today Mongolia has a military-to-military relationship with 72 countries.<sup>1</sup> The latest of these military relationships was established with Qatar- the first with a country from the Arab world. Also, Mongolia started to seek peacekeeping activities, an important opportunity to cooperate with the outside world, in the late 1990s. Today, Mongolia's military is participating in 9 military missions, totaling 400 personnel deployed simultaneously.

### ***Overview of Mongolia's Armed Forces (MAF) Peacekeeping Operations***

The MAF's peacekeeping experience through participation in United Nations (UN) and coalition missions is very recent. The Great Khural (parliament of Mongolia) passed a law entitled "Participation of military and police personnel in UN peacekeeping and other international operations"<sup>2</sup> in May 2002. This law became the legal basis for Mongolia's military participation in peacekeeping and other international operations.

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<sup>1</sup> B.Batzorig, "Defense Cooperation Opened Many New Opportunities", Mongolian Military Newspaper, Soyombo, Issue number 44 (9995), 1-7 October 2007.

<sup>2</sup> Law page. (Mongolian transcription), 26 Feb. 2008 <<http://www.pmis.gov.mn/gsmaf/>>

Through involvement in peacekeeping operations, the Mongolian Armed Forces are able to demonstrate the peaceful foreign policy of the Government of Mongolia.<sup>3</sup> Also, the Concept of National Security states that Mongolia's "...military-political security can be ensured through a collective security system by joint efforts or participation in such a system."<sup>4</sup> Participation in peacekeeping operations (PKO) goes along with the defense goal of Mongolia to build light, efficient and professional armed forces. The Government of Mongolia, specifically the leaders of the MAF, wants to subsidize the funding of the establishment of the armed forces from the reimbursement money earned through participation in UN peacekeeping operations. This funding will serve to develop the Armed Forces of Mongolia, renew its equipment, and vehicles, and solve some social problems faced by the MAF's personnel.

The MAF's participation in UN peacekeeping operations is fully supported by the president of Mongolia, Nambariin Enkhbayar, the Supreme Commander of the Armed Forces. He pays close attention to the legal aspects of Mongolia's participation in peacekeeping and has worked diligently to gain the full support of the Government of Mongolia in this matter.

### ***Structural Changes***

Implementation of the Government's Action Plan<sup>5</sup> required changing the policy and structure of the MAF. The Peacekeeping office of the General Staff of the MAF, which was established in 1999, was reorganized into the Peacekeeping Operations Department in 2003 (later on, this department was restructured and renamed as Peace Support and Foreign Cooperation Department in 2006). Military unit #150, the "Elite Battalion" was assigned to this

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<sup>3</sup>The concept of National Security Policy (Ulaanbaatar: 1994). 27 Jan. 2008.

<[http://www.mongolianembassy.us/eng\\_foreign\\_policy/the\\_concept\\_of\\_national\\_security.php](http://www.mongolianembassy.us/eng_foreign_policy/the_concept_of_national_security.php)>

<sup>4</sup> Concept of National Security. *Three. Way and Means of Ensuring National Security, Security Guarantees.* Mongolia's Ministry of Foreign Affairs page. 26 Feb. 2008.

<[http://www.mfa.gov.mn/index.php?option=com\\_content&task=view&id=23&Itemid=44](http://www.mfa.gov.mn/index.php?option=com_content&task=view&id=23&Itemid=44)>

<sup>5</sup> The Government Action Plan. 25 Jan. 2008. <<http://www.pmis.gov.mn/cabinet/English/index.php>>

Peacekeeping Operations Department in 2002. The Elite Battalion was established in 1997 as a special motorized rifle unit. Initially, it has a hybrid structure comprised of both light infantry<sup>6</sup> and heavy mechanized<sup>7</sup> companies similar to that of the U.S. Army, combat support battery, and logistic supply elements. This unit underwent structural changes in 2004 in order to meet the requirements of UN PKO and is now considered a light infantry unit. A second PKO unit, #330 of the MAF, was established in 2006. This unit, along with unit #150, is on its way to becoming a fully equipped unit, when it addresses its shortfalls in manpower.

### *Field Experience*

Two officers were sent to serve as military observers in the UN Peacekeeping Mission in the Republic of Congo (MONUC) in August 2002. Another two officers were sent in December 2002 as military observers on the UN Peacekeeping observer mission in the Western Sahara, specifically MINURSO.<sup>8</sup> The military officers sent to the Republic of Congo were pioneers for the MAF in the real PKO world. Recently, more than 45 officers participated in UN PKOs as military observers in the Republic of Congo, the Western Sahara, Sudan, Ethiopia, Eritrea, and Georgia. At present, twelve officers are participating in observer missions annually. Mongolia's observers' knowledge and experience give the MAF the practical knowledge it needed about UN peacekeeping operations, confidence working in an international cultural environment, and expose to the Napoleonic staff system.

The event that had the largest impact on MAF development was its participation in Operation of Iraqi Freedom (OIF). The MAF has been a coalition member since September 2003. Today, the Government of Mongolia has sent 9 rotations of company-sized troops to OIF.

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<sup>6</sup>"Light" Infantry unit is very lightly equipped infantry unit. (Author).

<sup>7</sup> Mechanized infantry are infantry equipped with armored personnel carriers , or infantry fighting vehicles for transport and combat. (Author).

<sup>8</sup> MINURSO-United Nations Mission For the Referendum in Western Sahara. (Author).

This means that more than 1,000 commissioned and non-commissioned service members of the MAF have participated in this coalition operation and have acquired some level of combat experience. This participation has significantly accelerated the transformation of the MAF into today's small and professional military force.

The MAF has also sent mobile training teams (MTT) to Afghanistan since October 2003. The Mongolian MTTs work within the framework of the Afghanistan National Army Development program in order to assist in the development of the artillery of the Afghan National Army. So far, 9 MTTs have successfully accomplished their assigned tasks in Afghanistan. Participation in the Afghanistan National Army Development program has helped to develop the instructional skills of the MAF personnel working in this culturally foreign environment. Importantly, this participation has improved the self-confidence of the artillery officers of the MAF.

Yet another experience added to the MAF's dossier was acquired by Mongolia's military personnel in NATO peacekeeping operations in Kosovo (KFOR) beginning in September 2005. Mongolia entered into this peacekeeping mission as a result of its military relationship with Belgium. Tactical methods and techniques as well as the terrain and environment differed from the MAF's previous participation in coalition peacekeeping operations. For example, the posture of the military in OIF is more aggressive than in KFOR. Therefore, more aggressive techniques were used by the Mongolian military in OIF to carry out its assigned tasks. The KFOR operation also contributed knowledge from the unique lessons it imparted to the MAF. For example, setting observation posts in the border area, and conducting mobile check points in urban and mountainous areas gave good practical knowledge to the Mongolian military personnel who participated in the KFOR. This information was useful in preparing for the MAF's next peacekeeping operation- a United Nations Peacekeeping Operation.

Participation in the UN PKO in Liberia (UNMIL) has given the MAF significantly increased proficiency in UN peacekeeping and helped to gain additional practical lessons learned in PKO. A military contingent of 250 personnel has been assigned for six-month tours of duty since January 2006. By the date of the completion of this work, 1250 personnel of the MAF will have had experience in UN PKOs.

More than 2,500 personnel of the MAF have participated in coalition or UN peacekeeping operations over the past six years since the establishment of the legal basis for the participation of Mongolia's military and police personnel in UN and international peacekeeping operations. This number means a lot for the small Armed Forces of Mongolia. Due to its varied field experience, about 50 percent of the officers and enlisted personnel of the MAF have obtained some kind of peacekeeping experience in coalition or UN military operations.

The participation of Mongolia's military in UN and multinational PKOs shows the willingness of the Government and people of Mongolia to build a stable and secure world. Mongolia's participation in peace operations has allowed it to join the unified effort against terrorism and to promote global peace.

The MAF's participation in peacekeeping operations has also helped to stop the degradation of the military in Mongolia.<sup>9</sup> Consequently, the MAF will continue to not only survive, but also to continue to develop itself into a professional army despite the economic difficulties facing Mongolia today and that are expected to continue in the future.

### ***Foreign and International Military Training***

Foreign and internationally sponsored military programs help the MAF to develop military skills required for participation in international and UN peacekeeping operations. The

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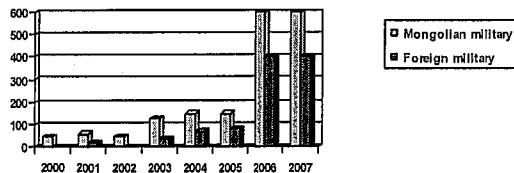
<sup>9</sup> From the private conversation author with Major General Guriin Ragchaa in 2003. He is military advisor in the Permanent Mission of Mongolia in UN. He was the first chief of the PKO department of the General Staff of the MAF.

MAF has enrolled its officers in military educational institutions in the following countries: Bangladesh (UN course), Belgium, Canada, China, Finland (UN course), Germany, India, Iran (UN course), Italy, Japan, the Republic of Korea, Luxembourg (UN course, language training), Nepal (UN course), the Netherlands (UN course), Russia, Switzerland (UN course), Turkey, Ukraine (UN course), the UK, and the USA. After they return home, these Mongolian military personnel become good sources to further the development of MAF military tactics and techniques.

### ***Field Training Exercises***

The first step in obtaining theoretical and practical knowledge of peacekeeping operations was participation in multinational PKO training events. The PKO field exercise, "CentrAzBat-2000," in Kazakhstan and the platoon level PKO field exercise, "Sama-Gamana," in Bangladesh in 2002, were useful in acquiring both theoretical and practical knowledge of PKOs for MAF personnel. These exercises were helpful for the MAF to understand how to carry out the small unit tactics and techniques western militaries use in PKO.

The size of peacekeeping exercises has become greater with passing years. A platoon-sized MAF team participated in the peacekeeping exercise "CentrAzBat-2000" in Kazakhstan in



*Figure 1. Involvement of the MAF personnel in bilateral and multinational PKO exercises (made by the author)*

2000. In 2006 and 2007 the Mongolian Armed Forces hosted the multinational command post and field exercises "Khaan Quest" under co-

sponsorship of the Global Peacekeeping Operation's Initiative (GPOI) fund and US PACOM. Each of these exercises in 2006 and 2007 involved 1000 foreign and Mongolian military personnel, excluding training support personnel. During the training, participants carried out scenario-based field training exercises, using United Nations peacekeeping operations

techniques and procedures. (*see figure 1.*)

### ***Achievements.***

The many significant achievements of today's MAF are directly attributable to the practical experience of the MAF through participation in military operations. The first significant achievement concerns participation in military operations. Prior to 2002, Mongolia's military last participated in military operations in World War II. The number of missions involving Mongolia's military participation has increased since 2002. This means that Mongolia's military is on the right path with respect to development of its peacekeeping capability.

Current law about participation of military and police personnel in UN peacekeeping and other international operations is another of Mongolia's achievements. This law regarding participation in peacekeeping operations has been tested and necessary amendments have been made accordingly.

An accelerated process of renewing equipment and vehicles is yet another step toward the accomplishment of the program. Its participation in peacekeeping operations has accelerated refurbishment of Mongolia's 1980s era Soviet made vehicles and equipment.

The last, and possibly the most significant, accomplishment made is the foreign cooperation and relationships that have been forged at all levels of the MAF. For example, participation in OIF and OEF has strengthened the relationship between the US and Mongolia. As a result, Mongolia has received more assistance and help from the USA in transforming the MAF since 2003. These vital and ongoing bonds have helped to build a professional military force that will contribute to global stability by maintaining consistent policies and aiding in the development and implementation of peacekeeping goals worldwide.

### ***Lessons Learned***

The MAF has learned a great deal during its peacekeeping operations. For example,

participation in peacekeeping operations has brought respect to the military in Mongolia. However, Mongolian public support for participation in international PKOs is fragile because the Mongolian people currently face significant economic difficulties. Another factor could be that the small Mongolian population accepts human loss with great sensitivity.

The inter-agency cooperation of the Government of Mongolia was tested by its military operations abroad. The decision-making process of the Government of Mongolia often creates time constraints in making subsequent decisions due to lengthy procedures that involve all the ministries of Mongolia's Government. Necessary regulations were made to both customs and border crossing regulations, significantly affecting the Navigation laws of Mongolia. In addition, Mongolian Law now constitutes participation in PKOs as one of the peace time functions of the MAF. It is also reflected in the Basis of the State Military policy of Mongolia.<sup>10</sup> The Basis of the State Military policy says that "the MAF shall carry out functions within the UN Peacekeeping forces and other functions as stipulated in the law."<sup>11</sup>

Participation in peacekeeping operations requires evaluation of the training, equipment, and specific organizational structure in the MAF. Also, changes have been made in field manuals. For example, a "Peacekeeping Operations" chapter is now included in the MAF field manual. The "Peacekeeping Operations" chapter of field manual gives principal guidelines for carrying out peacekeeping tasks such as checkpoint operations, conducting patrolling, negotiation, and other activities in UN PKO.

### ***Challenges.***

The MAF has to deal with and solve challenges related to peacekeeping military operations since peacekeeping has become one of its primary functions during peacetime.

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<sup>10</sup> The State Ikh Khural of Mongolia, *The Basis of the State Military Policy of Mongolia*, (Ulaanbaatar, 2006).

<sup>11</sup> The State Ikh Khural of Mongolia, *The Basis of the State Military Policy of Mongolia*, p26.

Mongolia faces political challenges in participation in PKOs. The Government of Mongolia has to show neighboring countries that Mongolia's military participation only aims to develop and contribute to the peace process around the globe. Mongolia's President N. Enkhbayar said during his visit at the Center for Strategic and International Studies, Washington, DC, USA, "...Mongolia gives a priority to preventive diplomacy measures and supports United Nations peacekeeping operations."<sup>12</sup> Mongolia does not have any intention to militarize itself and is only fulfilling its responsibility as a member of the UN to provide support in peacekeeping operations.

Legal challenges also face the MAF. Development and approval of national rules of engagement (ROE) have become necessary due to the broadening of Mongolia's military participation in UN PKOs and other international operations. The military justice system, dismissed in the 1990s, should be restored because of problems that could arise in the future due to misconduct of the Mongolian military in missions abroad.

The challenge in sending company and larger elements on missions abroad will deepen due to the challenges concerning the interoperability of the MAF's military in PKOs. Training, communication (language differences), and equipment are significant interoperability challenges facing the MAF in PKOs.

Lastly, the sustainment of troops in coalition operations requires significant financial support, which is a serious issue of concern for the Government of Mongolia due to its current economic climate.

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<sup>12</sup> Mongolia's Foreign Policy, *Efforts Towards Regional Peace and Security* (Address by Nambaryn Enkhbayar, President of Mongolia at the Center for Strategic and International Studies, Washington DC, USA). 23 Oct. 2007. 10 Feb. 2008. <[http://www.president.mn/show\\_module.php?index=speech&speech\\_id=172](http://www.president.mn/show_module.php?index=speech&speech_id=172)>

## **THE DEVELOPMENT PLAN OF THE ARMED FORCES' ESTABLISHMENT TILL 2015 or MONGOLIAN ARMED FORCES-2015**

### ***Program's Necessity***

One of the aims of the Government's peacetime defense policy is to broaden the participation of the MAF in UN peacekeeping operations.<sup>13</sup> Times dictate an increase in the peacekeeping capability of the MAF due to Mongolia's increasing participation in UN peacekeeping and coalition operations. Therefore, defining the mid and long-term strategy to develop the MAF peacekeeping capability with aims of wide participation in UN peacekeeping and supporting coalition operations was necessary. The MAF reconsidered its reformation plan and has made the necessary changes. These changes were implemented in the multifaceted Development Plan of the Armed Forces' Establishment till 2015 or Mongolian Armed Forces-2015 (MAF-2015) program, which was approved by Mongolia's Presidential Decree number 304 on October 11, 2006.<sup>14</sup> By implementing this program, the MAF will have reformed its structure, and renewed its equipment and vehicles.

### ***MAF-2015 Overview.***

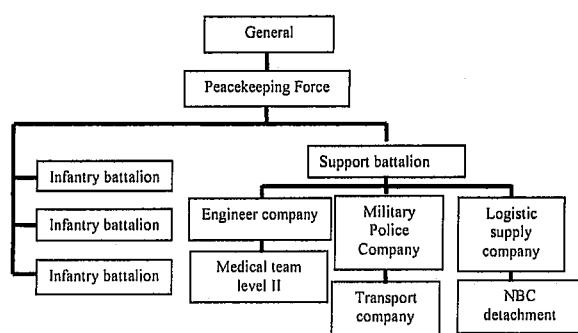
One section of this MAF-2015 program contains a plan for the development of the peacekeeping capability of the MAF. A well-trained and well-equipped peacekeeping brigade will be the PKO force of the MAF. According to the program, MAF-2015, the PKO force of the MAF will be fully established and ready by 2015. This means that Mongolia will be able to provide a fully-equipped and trained battalion to UN peacekeeping and other international operations. This brigade will have about 2,500 personnel and will fully meet the requirements of the UN PKO. The core of the brigade will be three light infantry battalions with a support

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<sup>13</sup>The Government Action Plan. 25 Jan. 2008. <<http://www.pmis.gov.mn/cabinet/English/index.php>>

<sup>14</sup>Mongolia's Presidential Decree. 9 Feb. 2008.  
<[http://www.president.mn/show\\_module.php?index=order&orderid=408](http://www.president.mn/show_module.php?index=order&orderid=408)>

battalion. The support battalion will consist of a level II medical detachment, engineers, a Radiological Biological Chemical decontamination detachment, military police, transport, and



*Figure 2. Organizational structure of peacekeeping force of the MAF*  
*(Courtesy of the Peace Support and Foreign Relationship Department of the General Staff of the MAF)*

logistic supply companies. So, Mongolia will have a fully-capable force for UN peacekeeping and international military operations by 2015. (see figure 2.)

Currently, the MAF has two military units designed for participation in PKOs. However, the structure, manpower, equipment

and weapons of these units do not fully meet the requirements of UN PKO military force standards. The program has aims to improve its equipment, to renew its educational institutions and training, and to modify its organizational structure.<sup>15</sup>

To achieve the aim of the renewal and improvement of its equipment and materials, the MAF will conduct a renewal program of weaponry and vehicles. The program's funding will be detailed in the annual MAF budget over the time period of program implementation. Also, this program will consider foreign aid and the sale of old equipment and vehicles.<sup>16</sup> On January 14-18, 2008, Chief of the General Staff of the MAF Lieutenant General Tsevegsuren Togoo signed an agreement for acquisition of equipment and vehicles from Russia for 120 million US dollars during his official visit to Moscow, Russia.<sup>17</sup> This action demonstrates Mongolia's commitment

<sup>15</sup>MAF-2015, *I.1 Current Requirements for the Armed Forces* 1.1.1. "The Armed Forces will compose of capable, light, mobile, and professional units that are capable to execute multitasks independently with its peace time structure and organization", p.1.

<sup>16</sup>MAF-2015, *I.1 Current Requirements for the Armed Forces* 1.1.2. "The Armed Forces will be fully equipped with weaponry, equipment in consistent with mission requirements"; 1.1.4. The MAF should be allocated sufficient financial economic resources to defend the country and to execute multitasks under the law of the Armed Forces", p.1.

<sup>17</sup>From the Mongolian newspaper *Daily news*, (*Mongolian transcription*). 19 Feb. 2008.  
<http://www.dailynews.mn/modules.php?name=News&file=article&catid=33&sid=14217>

to the implementation of the MAF-2015 plan.

The training program of the National Defense University (NDU) (Command and Staff College, Military Academy, NCO academy) will be changed to reflect the necessary input of peacekeeping in UN and coalition operations.<sup>18</sup> In the near future, this faculty will be responsible for the preparation of military observers for PKOs, and PKO training of the cadets and officers in the NDU.

Pre-deployment and post-deployment training standards will be developed in the framework of the development of the MAF's peacekeeping capabilities program. The National Field Training center, Five Hills, will be developed into a regional PKO training center. This PKO training center will be in charge of the regular unit-level cohesion training but also multinational field and command post exercises.<sup>19</sup>

A systematic language training procedure will be established. Basic English Language knowledge will be taught in the PKO's military units. Intermediate and advanced language knowledge will be given to military personnel in the MAF Foreign Language Training Center.<sup>20</sup> The MAF-2015 program will be implemented in three phases: the first phase from 2006-2008, the second phase from 2008-2012, and the third phase from 2012-2015.<sup>21</sup>

#### ***Expected Endstate of program MAF-2015***

Implementation of this program is anticipated to increase the number and variety of peace operations in which the MAF will be involved. Also, preparation of the personnel and units for

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<sup>18</sup>MAF-2015,3.3.4. "To transform structure, organization, programs, training methodology of the military schools, to provide training support materials and to improve welfare of the cadet corps", p.1.

<sup>19</sup>MAF-2015, 3.1.10" To transform the "Armed Forces Training Center" into the "International Peace Support Training Center", p.3.

<sup>20</sup>MAF-2015, 3.3.6. "To strengthen the "Armed Forces Foreign Language Training Center" in order to provide sufficient intensive language training opportunities for military personnel...", p.5.

<sup>21</sup>MAF-2015, 6.3.Implementation Phases, p.7.

peacekeeping operations will be more systematic and well-organized. In addition, the legal basis for the participation in PKO will be developed. Establishment of the regional PKO training center will improve participation and organization of PKO training activities.

Lastly, there will be battalion-sized contingent with support elements ready to be deployed in UN and coalition operations. In addition, the number of personnel with peacekeeping experience will be increased. This will have a positive influence on the readiness of the units by increasing peacekeeping and coalition operations experience among MAF personnel.

### **IMPORTANCE OF THE DEVELOPMENT OF THE TRAINING FOR THE MAF**

Training is one of the primary functions of military activity. The military has to be well disciplined and well trained. Realistic situation-based training, in order to meet modern military requirements, is very important. Broadening the participation of the MAF in peacekeeping activities requires PKO training to be both high quality and relevant. The constant evaluation and development of PKO training is necessary to meet these standards. The disadvantage the MAF experiences in terms of its military equipment and materiel should be reduced by instituting demanding and well-developed training. Equipment, vehicles, materiel, manpower, and training develop the military capacity of a country. Each country desires to have the military capability to carry out missions tasked by the government or ruler, and in most countries of the world, security forces are the sign of governmental existence in the country. Mongolia is not an exception to this fact. The MAF must maintain a constant watch on the development of military science.<sup>22</sup> Soviet era military doctrinal rules that once existed were been replaced by new field manuals in 2005. These new field manuals allow more interoperability with the militaries of

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<sup>22</sup>The Basis of the State Military Policy of Mongolia, (Ulaanbaatar, 2006) p 27.

western countries in anticipation of military-to-military cooperation and operations.

Changes in the field manuals have led to a need for a military force that can conduct, not only traditional military operations, but also peacekeeping, counter-terrorism, and humanitarian missions. However, MAF personnel still think of war as linear. So, a shift from the “old school” manner of conducting battle requires time and more training using new field rules. This, therefore, is one of the reasons why the MAF has to develop its training. Now that more demanding training is going on, the mentality of personnel will undoubtedly shift to fully accept the new field manuals.

The basis of effective training is the development of a training program, and associated standards and guidelines. These must be provided by higher administrative headquarters.

***Current MAF training conformity with UN PKO standards and other international military operations:***

Conceptually, the agenda of the training program of the MAF is well established. From the challenges faced in coalition and UN military operations the following conclusion can be made: The MAF training program and standards meet the requirements of current operations. However, there is a specific need that must be considered: the Mongolian contingent worked only with the Polish-led division in Iraq. Poland was one of the countries of the Warsaw Pact and socialist bloc. Realistically, cooperation and inter-operability among Polish and Mongolian forces was relatively easy considering the common history shared during the Soviet era.<sup>23</sup>

Improvement in quality and training methods are required for the MAF. This improvement will help to deal with the insufficient amount of equipment and vehicles for PKOs

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<sup>23</sup>Poland was member of Warsaw Pact (1955-1991). Mongolia and USSR had bilateral agreement signed on November 27, 1934. Many of Poland's and Mongolia's military personnel went through Soviet military educational institutions and created similar Soviet-type Armed Forces. Some of Mongolia's military studied in Poland, mostly artillery officers (author's note).

until the “MAF-2015” program is accomplished.<sup>24</sup>

Also, the training section of the General Staff of the MAF is in charge of training programs and supervision of training. This centralized control of training has positive and negative influences on the quality of the training.<sup>25</sup>

The positive influence is that centralized control gives every military unit unified training requirements and standards each year. This makes evaluation and assessment of the readiness of the military units much easier and more efficient overall. This is suitable to the military units with conscript service personnel as well. The training of units with conscript service is on a one year cycle that repeats training events annually due to the one year conscript service.

However, the negative side of centralized control is that military units with permanent personnel<sup>26</sup> also receive similar annual training requirements. Therefore, training in these units is tied to the annual training requirements<sup>27</sup> from the training section of the General Staff of the MAF. The strict requirements from the training section do not always reflect the subjects in which these units with permanent personnel need to be trained and developed.

### ***Overview of the Peacekeeping Training Program of the MAF***

The peacekeeping training program of the MAF states its aim “...is to give strategic and operational level knowledge to commissioned officers and non-commissioned officers (NCO), and practical experience to conduct tactical level tasks and prepare the military’s contingent personnel in pre-deployment training.”<sup>28</sup>

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<sup>24</sup>Sufficient amount equipment and vehicles means those equipments and vehicles that are meeting the requirements of the international military operations and interoperability with other foreign western military organization.

<sup>25</sup>Also, Peace Support and Foreign Relationship department of the General Staff of the MAF is in charge for the pre-deployment training of the military contingent currently (author’s note).

<sup>26</sup>Permanent personnel in this case mean commissioned, non-commissioned and volunteer-service personnel of all ranks (author’s note).

<sup>27</sup>The annual training requirements produced once per two year by the training section of the General Staff of the MAF (author’s note).

<sup>28</sup>Unofficial translation of PKO training program of the MAF by the author.

The recently developed MAF's PKO training program has very ambitious aims to give strategic and operational level knowledge to its officers and NCOs. Analyses of this MAF PKO training program have concluded that this program lacks elements that are necessary for it to reach its goals. This program does not give knowledge of UN PKOs at the strategic and operational level of operations.

The MAF's PKO training program provides some specifications regarding certain types of units. For example, the training program is divided into unique parts for PKO units, non-PKO units, and Defense educational institutions. The defense Educational institutions include the National Defense Command and Staff College. However, currently there is nothing in the program about strategic and operational preparation of officers. This is a clear defect in the formulation of the aims of the peacekeeping training program of the MAF.

The effectiveness of PKO training program is, to a great extent, based on PKO training time. However, the current training program does not allocate sufficient time to PKO training. The MAF's training office planned for approximately 1,560 hours<sup>29</sup> of training annually for each unit. From those hours, non-PKO units plan 50 hours for the PKO classes; however, PKO units plan 156 hours of PKO classes.<sup>30</sup> Training hours show that the different MAF units have a different level of PKO training. Therefore, to increase the level of PKO knowledge of selected personnel from different units is important during pre-deployment training. Further, pre-deployment training of personnel with various levels of PKO knowledge complicates planning for pre-deployment training. Therefore, the MAF should allocate more time for pre-deployment PKO training to make sure that PKO and non-PKO units have same level PKO training.

Another shortfall in the PKO training program is the criteria used for evaluation of

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<sup>29</sup>Author came out with this amount of hours multiplying 260 working days into 6 hours of class per day.

<sup>30</sup>According to the PKO training program of the MAF.

training. The MAF needs to develop criteria to evaluate its training program. According to the MAF's PKO training program, each unit must establish its own criteria and standards for the evaluation of the PKO classes. Assessment of the training in this case could be very subjective, depending on the experience and knowledge of the evaluator. The training standards for PKO classes have to be set by the higher authorities in headquarters.

Good points in the guideline of the training program include the fact that PKO training should be organizationally connected to other subjects of military training. PKOs by themselves do not have specific, uniform tactics for conducting operations. Every country's military applies its own tactics and techniques to accomplish a given mission or task. Therefore, emphasis in the training has to be paid to rehearsal of the tactics and procedures with limitations, which could be posted by the UN mandate or rules governing peacekeeping operations.

The MAF still has many weaknesses and therefore must reconsider and further develop its PKO training program in order to successfully operate in a multinational peacekeeping environment.

#### ***Standardized Generic Training Module of the UN PKO.***

According to the UN Peacekeeping research reports of Hiroshima<sup>31</sup> and Brahimi<sup>32</sup>, the number of armed conflicts and small wars has decreased proportionally with the increase in PKOs. An increasing number of PKOs reflects a high demand on the troops that will be involved in UN or regional organization/coalition peace operations. In order to provide a common

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<sup>31</sup> David Harland, Chief, Peacekeeping Best Practices Unit, United Nations, New York.

"UNITAR/IPS Conference "United Nations as Peacekeeper and Nation-Builder: Continuity and Change - What Lies Ahead?". *United Nations Peacekeeping Today: Current Challenges and Required Responses*, Hiroshima, Japan 28 and 29 March 2005.

<sup>32</sup>"The Report of the Panel on UN Peace Operations," (A/55/305-S/2000/809), October, 2000, is commonly known as the "Brahimi Report." Mr. Lakhdar Brahimi (Algeria) Chairman of the Panel, former Minister for Foreign Affairs of Algeria, 1991-1993. Since 1997, Under-Secretary-General for Special Assignments in Support of the Secretary-General's Preventive and Peacemaking Efforts.

understanding among the militaries of different nations, the UN Department of Peacekeeping Operations (DPKO) developed a Standardized Generic Training Module (SGTM)<sup>33</sup>. This Module provides a training guidelines package for UN peacekeeping operations. The SGTM level 1 project was developed in 2003 and was based on ongoing PKOs and PKO field training exercises conducted in UN member states. Assessments made in the Brahimi report show that troops should be able to interoperate effectively in less than the first 6 weeks following the ceasefire or peace accord.<sup>34</sup> The SGTM provides an opportunity to make effective interoperability happen in the short term.

The SGTM level 2 project was developed in 2005. SGTM level 2 aimed to provide guidelines to the military unit's key position holders to carry out missions in a UN PKO environment. Some brief information was given on the military advisory functions of the military advisor of the nation's Permanent Missions in the UN during an introductory seminar in Bangladesh in 2005.<sup>35</sup>

SGTM summarized the experiences member states had while in the field of PKOs and developed lessons learned from those experiences. SGTM is of real value for the nations that are going to participate or are currently participating in UN PKOs. SGTM gives unified training criteria which will help to integrate different countries' military personnel in UN peace activities.

#### ***General Comparison of the MAF Infantry Unit's Training Plan and Army Mission Training Plan for infantry battalion ARTEP 7-20-MT***

In order for the MAF to be interoperable with western, and particularly US forces, a common set of standards must be developed. A comparison of the U.S. Army Mission Training Plan ARTEP 7-20-MT and the MAF infantry unit's Training Plan gives a great picture of the

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<sup>33</sup> SGTM project, 26 Jan. 2008. <<http://www.un.org/depts/dpko/training/sgtm/main.htm>>

<sup>34</sup> Brahimi report, Rapid deployment standards and "on-call" expertise (paras. 86-91 and 102-169) p. xi.

<sup>35</sup> Author participated in that seminar organized in Bangladesh in 2005.

possible interoperability of the military units of these two countries. This comparison provides a clear outline of weak points of the MAF infantry unit's training plan, aspects that still need to be developed, and tactical challenges that should be implemented during future military operations. The MAF infantry unit's training plan and the U.S. Army infantry battalion training plan do not have conceptual differences. The manner of conducting training and requirements for the training are almost the same. Classification of the types and levels of training is also the same. However, there are some differences in the subjects that are taught. The biggest differences in subjects include: air assault and river crossing. These differences could be explained by Mongolia's current economic situation, which limits its equipment inventory, and geography (terrain), which has few rivers and lakes.

Even though the MAF's military units are restricted by environmental law, MAF training plans are generally not concerned with environmental protection. In comparison, U.S. Army infantry training is strongly focused on environmental protection. This environmental protection demand could be easily missed by an inexperienced planner. The U.S. Army's way of stressing environmental protection in the training plan matrix is a useful reminder for planners to protect the environment. The matrix of the Army Mission training Plan is very clear and impressive in its details compared to the MAF infantry unit's training plan.

Consequently, the two training plans have the same broad objective. However, to align the training plans properly, the MAF has to develop a very detailed training plan, which would cover areas of expertise not only in military subjects, but also in environmental areas at the very least. The U.S. Army and MAF military units' Standing Operating Procedures and related techniques underscore the differences in the manner of conducting warfare between the American and Mongolian military forces.

*Other Matters that Will Have Influence on MAF Training:*

Analyses of the subjects of training at battalion level units give the idea that the subjects of training are not obstacles for the MAF's units in carrying out military operations in multinational environment. Common language, procedures, rules, regulations for conducting daily business, and culture are typical difficulties when interoperating with other nations' military forces. Here is where the military has an effective training program, currently implemented with very high standards. If this were not the case, different nations' military forces would have more problems in interoperability than I mentioned above.

Conversely, the following issues could be raised: if the military could deal with the above difficulties by improving training in these subject areas, surely, they can deal with interoperability's difficulties through training as well. However, these difficulties are mainly posed by human social regulations. The question must be asked: Do military personnel have time to learn about interoperability's matters during the training allocated and become experts during that time? Realistically, the MAF do not have time to train and teach these kinds of subjects for the conscript servicemen, who have one year of mandatory service. For other personnel of the MAF, however, interoperability's matters are applied but are mainly incorporated in pre-deployment training. Time factors are critical in such training.

Rules of engagement (ROE), security measures, definitions of military terminology and its interpretations, equipment, inter-agency cooperation, manpower policy, and structure will have influences on the training of the MAF.

For a western or a western-oriented army, it is clear that ROE regulate the actions of military personnel in combat or conflict zones. The MAF had utilized the Soviet-era school of conducting war, and the process of transforming its warfighting techniques to meet the needs of the modern battlefield is still underway. In other words, the MAF does not set Standing ROE. All

regulations of the MAF are based on the rules of different types and category. These include rules such as garrison and sentry duty, rules of the internal service and etc. Therefore, training to standards using ROE is limited in the MAF.

Safety measures during training will also have a major influence on training. In personal experience, comparing U.S. Army Infantry Officer Basic Course (IOBC) and the MAF unit fire exercises, it can be said that in some fire exercises, safety measures differ and they put certain limitations on the respective results. The U.S. Army has less flexibility in exploring the terrain or obstacles because of the regulations to avoid fratricide and is very much tied to regulations. In addition, interpretation of military definitions is very important, not only in training but also in interoperability of the military of different nations and their understanding of each other. Due to its language specifications, military terminology is clearer and less complex in the MAF than in the US Army. Also, the American military uses acronyms and abbreviations which creates difficulties in understanding for foreign personnel.

Equipment has a big influence on the tactics, techniques and procedures (TTP) of the troops. Accomplishment of the MAF-2015 program will enable the renewal of equipment in at least the PKO units. Therefore, the newly acquired equipment will have certain influence on the training of TTP.

Inter-agency cooperation will also have an influence on pre-deployment training. The involvement of personnel of the Mongolian Border Troops in PKOs as a part of military contingents of the MAF creates pressure on pre-deployment training.<sup>36</sup> Due to nature of the border troops to protect border during peace time, border troops have different tactics and policies regarding their employment. Therefore, all agencies should have same PKO training

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<sup>36</sup>The border troops personnel started to participate in PKO in MAF's military contingent from July 2006 (author's note).

program and follow same standards in order to have smooth inter-operability skill among personnel and reduce pre-deployment training pressure.

The MAF's manpower selection policy and regulations for PKOs will also influence pre-deployment training. Two designated PKO units of the MAF have current manpower shortages. Thus, the General Staff of the MAF needs to regulate the selection of the personnel for PKOs and create a military contingent, train it, and send it. By establishing a fully operational PKO brigade, this dilemma will be solved for the MAF. Currently, leveling the training of different units is one of the difficulties of pre-deployment training for the MAF PKO.

The structure of the MAF has also brought challenge to the PKO training of the MAF. The command and control structure of the MAF differs from the Napoleonic system, which is used in most nations involved in UN or coalition military operations. The MAF's training program must explain to the officers of the MAF the command and control system of the respective nation's military in order to conduct effective operations throughout the mission.

#### ***Suggested Changes in the PKO Training Program.***

First of all, the MAF PKO training program has to eliminate its overly ambitious aim of "giving strategic and operational level knowledge" to MAF personnel.

Second, the techniques of the PKO and tactical operations are very much similar. Therefore, development of the unit's training program, plan, and its standards will significantly reduce the pressure of PKO training program.

Third, SGTM gives the main guidelines for PKO training and development of a training program. The SGTM guidelines should be fully followed in the PKO training program of the MAF.

The MAF needs to develop and adjust its current PKO training program to suit the multinational peacekeeping environment. Effects of globalization or unified action on the war

against terrorism have brought participating military forces into using the same language and techniques to conduct operations in multinational or international activities. Therefore, a realistic approach to the assessment of the MAF's training is essential for the development of the military. Also, the Department of the Peace Support Operations and training section of the General Staff have to develop the training standards for the PKO. These standards must be realistic and achievable for the personnel of the MAF and at the same time high enough to suit the level of developed countries' military standards.

Military knowledge gained by Mongolian personnel who have trained in different countries is unique, introducing complications in training and execution. Therefore, the MAF General Staff must develop a training program that integrates the best techniques from the many sources it currently has and standardize them for training.

Finally, avoiding duplication in subjects is necessary in conscript service members' training. These members of the MAF have very limited time to acquire the essential military knowledge to conduct operations and to polish newly obtained skills.

### **Conclusion.**

Training has an important role in the development of the PKO capability of the MAF. Considering the fact that the MAF is in the developing stages of its transformation, the MAF has to develop a training program accordingly. This transformation should also progress with the idea that military skills derive from both art and science. The training program should be established to maintain current capabilities and it must be updated with progress of the transformation of the MAF. Also, MAF training has to be aimed at gaining high military skills in order to fill the gap created by insufficient modern equipment.

A more detailed unit training plan should be developed. The mission training plan of the U.S. Army ARTEP 7-20-MT can be utilized as an example of the detailed plan. Also, the new

TTPs of the contingents currently participating in ongoing operations must be developed and adopted by the PKO units of the MAF. UN DPKO's SGTM should be the basis for the introductory classes of PKO training.

To achieve effective training, the MAF must consider the factors that primarily influence training and eliminate or fix them. The training department of the General Staff, in cooperation with the Institute of Research, has to develop the standards of the units. Specific unit features could be incorporated into this standard through more research and assessments made by specialists of the research institute and training section of the General Staff of the MAF.

Legal aspects will have influence on the entire MAF and its training. Therefore, development of the defense legal system must be done with the needs and new activities of the MAF in PKO in mind.

Carrying out peace time missions assigned by the constitution of Mongolia to its fullest extent requires a full sector transformation of the MAF. This transformation is vital and timely execution of this transformation is a necessity. Efficient, effective, and relevant training plays a very important role in accomplishing assigned missions during this challenging time for the MAF. Therefore, a high-quality training system with a high-quality training program should be of utmost importance for the MAF.

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